

Message Text

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ACTION IO-10

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LIMITED OFFICIAL USE SECTION 1 OF 2 MANILA 4761

E.O. 11652: N/A
TAGS: EAID, UNDP
SUBJECT: CERP 0008 - EVALUATION OF UN ASSISTANCE PROGRAMS

REF: STATE 064907

ROME FOR FODAG
PARIS FOR UNESCO
VIENNA FOR IAWA AND UNIDO
MONTREAL FOR ICAO

SUMMARY: PROGRESS TOWARD CLOSER COORDINATION OF ALL UN FINANCED
PROJECTS CONTINUES, ALTHOUGH SPECIALIZED AGENCIES STILL MAINTAIN
INDEPENDENCE. COORDINATION WITH OTHER DONORS IS CORDIAL BUT
INFORMAL. THE COUNTRY PROGRAM REVIEW IS CONDUCTED AS A CONTINU-
OUS PROCESS WHICH IS PERIODICALLY FORMALIZED BY ISSUANCE OF
REPORTS REFLECTING MAJOR DECISIONS CONCERNING THE CP. RES REP
DOES NOT ROUTINELY FORWARD PROJECT PROPOSAL SUMMARIES TO USAID,
ALTHOUGH UN AND AID TECHNICIANS OFTEN EXCHANGE IDEAS AND COM-
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MENTS ON VARIOUS PROJECTS. AT PRESENT TIME IT IS NOT EVIDENT

THAT UNDP HAS MODIFIED CP TO FOCUS ON INCREASED INTEGRATION OF WOMEN IN DEVELOPMENT EFFORT. SLOW RATES OF DELIVERY CONTINUE TO BE PROBLEM RESULTING IN HEAVY FRONT-LOADING OF THE CP. END SUMMARY

1. MANY COMMENTS MADE IN LAST YEAR'S CERP 0008 REMAIN VALID FOR THIS YEAR AND ARE A VALUABLE BACKGROUND OF THE ROLE OF THE UN IN THE PHILIPPINES THAT SHOULD BE REVIEWED. FOLLOWING COMMENTS ARE DIRECTED AT NINE TOPICS REFTEL REQUESTED CONCENTRATION ON, AND ARE NUMBERED CORRESPONDINGLY.

(A) ROLE OF THE UN IN THE DEVELOPMENT SYSTEM. PROGRESS TOWARD CLOSER COORDINATION OF ALL UN FINANCED PROJECTS UNDER UNDP RES REP LEADERSHIP HAS CONTINUED. RELATIONSHIPS WITH SENIOR OFFICIALS OF USAID, GOP AND OTHER UN AGENCIES ARE CLOSE AND CORDIAL, AGENCIES SUCH AS WHO AND UNICEF MAINTAIN THEIR INDEPENDENCE HOWEVER, AND DO NOT DIRECTLY PARTICIPATE IN THE COUNTRY PROGRAM EXERCISE. APPARENTLY CLOSE COORDINATION OF PROJECTS OF THESE AGENCIES IS ASSURED ONLY WHEN JOINT FUNDING IS INVOLVED. UNDP AND IBRD APPEAR TO COORDINATE AND WORK WEGV TOGETHER. GOP EXTERNAL ASSISTANCE COORDINATOR HAS EXPRESSED DESIRE THAT UNDP RES REP COORDINATE ALL UN ASSISTANCE ACTIVITIES. HE STATED THERE ARE MANY MISSIONS FROM VARIOUS SPECIALIZED AGENCIES WHO VISIT THE PHILIPPINES WITHOUT KNOWLEDGE OF THE RES REP. THESE QUOTE SALESMEN UNQUOTE DEVELOP SMALL PROJECTS WHICH ARE THEN PROPOSED FOR UNDP IPF FUNDING AND INCLUSION IN CP. IT THEN BECOMES COORDINATOR'S TASK TO COORDINATE THESE PROJECTS AND THE INDEPENDENT PROJECTS OF WHO, UNICEF, ILO, ETC., WITH THE UNDEP CP. HE BELIEVES SITUATION WOULD IMPROVE IF UNDP RES REP HAD CONTROL OVER UN ACTIVITIES THAT USAID DIRECTOR HAS OVER AID ACTIVITIES.

(B) COORDINATION OF ALL EXTERNAL TECHNICAL ASSISTANCE. GOP CONTINUES TO REGARD CENTRAL COORDINATION FUNCTION AS ITS OWN PREROGATIVE, AND THEY DO NOT WANT THIS FUNCTION FORMALIZED. BOTH USAID AND UNDP SUPPORT THIS POSITION IN VIEW OF CLOSE INFORMAL TIES THAT PREVAIL. THERE ARE FREQUENT CONTACTS AT ALL LEVELS BETWEEN THE GOP, UNDP, USAID AND OTHER DONORS, AND ALL CONCERNED BELIEVE EXISTING MECHANISM IS SUFFICIENT TO INSURE COOPERATION AND AVOID DUPLICATION.

(C) ROLE OF RES REP VIS-A-VIS OTHER UN SYSTEM ACTIVITIES.
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BELIEVE RES REP IS EFFECTIVE COORDINATOR AND CHANNEL FOR SUCH ASSISTANCE. DURING DISASTROUS FLOODS IN 1972 AND 1974 ALL UN COMMUNICATION WAS THRU RES REP, AND UN SYSTEM RESPONSE DEVELOPED TO MEET THAT EMERGENCY WORKED WELL AND COULD AND WOULD BE USED AGAIN. CURRENTLY RES REP IS USING HIS GOOD OFFICE TO ASSIST IN REFUGEE PROBLEM CREATED BY INSURRECTION ON MINDANAO, INCLUDING ARRANGING WFP ASSISTANCE IN A FEEDING PROGRAM. UNDP HAS INDICATED THERE IS SOME DESIRE THAT CONCEPTS, POLICIES, AND CRITERIA OF

SPECIAL UN ASSISTANCE BE REVIEWED AND CLARIFIED IN REGARD TO COUNTRIES REGULARLY STRICKEN BY NATURAL CALAMITIES. THE DESIRE IS THAT APPROACH BE MORE DYNAMICALLY ORIENTED TOWARD REHABILITATION RATHER THAN MERE RELIEF, AND THAT NEW GUIDANCE BE PROVIDED UNDP FIELD OFFICES IN ALL DISASTER-PRONE COUNTRIES. USAID AGREES WITH THIS APPROACH AND SUGGESTS IT BE PURSUED BY USUN.

(D) COUNTRY PROGRAM REVIEW.

REVIEW EXERCISE BELIEVED TO BE VERY WORTHWHILE, PARTICULARLY IN TERMS OF MONITORING PROGRAM EFFECTIVENESS, TIGHTENING UP ONGOING ACTIVITIES, AND SCRUTINIZING THE VIABILITY OF PROPOSED PROJECTS. THE REVIEW IS NOT CONDUCTED AS ANNUAL PROCESS, HOWEVER, BUT RATHER AS CONTINUOUS PROCESS BASED UPON FREQUENT (MONTHLY) IMPLEMENTATION/REVIEW MEETINGS HELD BETWEEN THE UNDP AND NEDA. OTHER DONORS ARE NOT INVITED TO THESE MEETINGS, AND EXECUTING AGENCIES NORMALLY INVITED ONLY TO SPECIFIC TRIPARTITE PROJECT REVIEW MEETINGS. THE REVIEW PROCESS IS PERIODICALLY FORMALIZED BY ISSUANCE OF REPORTS REFLECTING MAJOR DECISIONS B E.G., NEW PROJECTS, REVISION AND OCCASIONAL CANCELLATION OF PROJECTS, ETC.) CONCERNING THE CP. PERHAPS MOST SIGNIFICANT RECENT DECISION COMING OUT OF REVIEW PROCESS WAS DECISION TO FURTHER FRONT-LOAD THE PROGRAM. THIS WAS DEEMED NECESSARY BECAUSE OF SLOW RATES OF DELIVERY WITHIN UN SYSTEM. FRONT-LOADING NOW SO EXTENSIVE, IN FACT, THAT CP MAY OVER-PROGRAM THE IPF BY AS MUCH AS TEN PERCENT.

(E) APPRAISAL OF PROPOSED PROJECTS.

AS INDICATED PARA (B) ABOVE, LIAISON WITH UNDP IS INFORMAL BUT GOOD AT ALL LEVELS. PROJECT COORDINATION TAKES PLACE AT TECHNICAL LEVEL, WITH UN AND AID TECHNICIANS FREELY EXCHANGING IDEAS AND COMMENTS ON THEIR VARIOUS PROJECTS. TO DATE, SYSTEM OUTLINED IN A-1149 WHICH INDICATED THAT UNDP RES REPS WERE TO MAKE PROJECT LIMITED OFFICIAL USE

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PROPOSAL SUMMARIES AVAILABLE TO BILATERAL DONORS AT FIELD LEVEL UNLESS THE HOST GOVERNMENT OBJECTED, HAS NOT BEEN ADOPTED. THE RES REP HAS APPARENTLY NEVER RECEIVED GUIDANCE OR INSTRUCTIONS THROUGH UN CHANNELS ABOUT SUCH REVISED PROCEDURES. THE SYSTEM OF INFORMEW COORDINATION, HOWEVER, DOES RESULT IN COMMENTS BEING PASSED TO UNDP ON THEIR PROJECTS.

(F) PROJECT IMPLEMENTATION.

AS A GENERAL POINT IT IS NOTED THAT OVERALL RATE OF CP IMPLEMENTATION HAS RISEN FROM 68 PERCENT IN 1973 TO 73 PERCENT IN 1974 (UNDP FIGURES. AND IT IS EXPECTED TO GO EVEN HIGHER IN NEXT COUPLE OF YEARS. THE UNDP ATTRIBUTES MUCH OF THIS INCREASE TO INTENSIFIED EFFORTS ON THEIR PART IN PROJECT APPRAISAL AND FORMULATION. PROJECTS CONTINUE TO BE DIFFUSED OVER A BROAD SPECTRUM OF GOP PRIORI-

TIES WITH THE MORE SUCCESSFUL PROJECTS BEING THOSE TO WHICH GOP HAS STRONGEST COMMITMENTS. EXAMPLES OF SUCH PROJECTS ARE COCONUT RESEARCH AND DEVELOPMENT PROJECT AND EXPORTT PROMOTION PROJECT. PART OF THE PURPOSE OF THE INTENSIFIED PROJECT APPRIASAL AND FORTNLATION EFFORT IS TOBETTER MEASURE JUST HOW STRONG GOP COMMITMENT IS TO INDIVIDUAL PROJECTS, AND TO PROGRAM ACCORDINGLY. ON GOP SIDE, COUNTERPART CONTRIBUTIONS AND PERSONNEL HAVE BEEN GENERAL- LY SUFFICIENT. ON THE UN SIDE, SMALLER AGENCIES WITH THEIR LIMITED AND WELL-DEFINED TECHNICAL RESPONSIBILITIES SEEM TO PERFORM BEST. ACCORDINT TO UNDP SOURCES UNESCO AND UNOTC HAVE THE WORST PERFORM- ANCE RECORDS. AS INDICATED ABOVE, SLOW RATE OF DELIVERY WITHIN THE UN SYSTEM CONTINUES TO PLAGUE PROGRAM. THE GOP EXTERNAL ASSISTANCE COORDINATOR SEEMED GENERALLY SATIKSFIED, HOWEVEER, THAT MONTHLY IMPLEMENTATION/REVIEW MEETINGS HELD BETWEEN UNDP AND NEDA WOULD RESULT IN CONTINUED IMPROVEMENTS IN PERFORMANCE.

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ACTION IO-10

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(C) PROJECT EVALUATION.

TRIPARTITE REVIEWS OF PROJECT DO OCCUR, AND THEY USUALLY RESULT IN SOME SHAPRENING OF THE FOCUS OF THE PROJECT BEING EVALUATED. IT IS DIFFICULT TO COMMENT ON THE EFFECTIVENESS OF THIS PROCESS SINCE MAJOR CHANGES OF DIRECTION RARELY RESULT. IT SHOULD BE NOTED, THOUGH, THAT USAID DOES NOT KNOW OF ANY PARTICULARLY IN-EFFECTIVE PROJECT IN THE CURRENT CP. THE RES REP'S ANNUAL REPORT LIMITED OFFICIAL USE

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OUTLINES THE ENTIRE CP IN THE PHILIPPINES, BU CURRENTLY CONTAINS VERY LITTLE IN THE NATURE OF EVALUATIVE INFORMATION. WE ARE INFORMED THAT MORE MATERIAL ON PROJECT AND PROGRAM EVALUATIONS WILL BE INCLUDED IN FUTURE ANNUAL REPORTS.

(H) WOMEN IN DEVELOPMENT.

AT THE PRESENT TIME, IT IS NOT EVIDENT THAT UNDP HAS MODIFIED THEIR CP TO FOCUS ON INCREASED INTEGRATION OF WOMEN IN THE DEVELOPMENT EFFORT. THERE ARE NO WOMEN SERVING AS INTERNATIONAL EXPERTS IN UNDP ASSITED PROJECTS, BUT THERE ARE SIGNIFICANT NUMBERS OF WOMEN COUNTERPARTS ON THE GOP SIDE. UNDP/PHILIPPINES HAS STATED QUOTE FROM THE IMPACT VIEWPOINT, THE UNFPA PROGRAMME IS OF MOST OBVIOUS SIGNIFICANCE FOR WOMEN, BUT APART FROM THIS WE FIND IS QUITE IMPOSSIBLE TO MAKE ANY MEANINGFUL CALCULATION OF THE EFFECTS OF OUR ACTIVITIES, SINCE THERE ARE NO STANDARDS OF ESTIMATION FOR THIS PURPOSE. UNQUOTE.

(I) FOLLOW-UP WITH UNDP AND EXECUTING AGENCIES.

THE TWO POINTS (IN ADDITION TO THAT INDICATED PARA C) THAT SEEM WORTHY OF FOLLOW-UP ARE: FIRST, THE SUGGESTION FOR STRENGTHENING OF UNDP RES REP SO THAT ALL UN ASSISTANCE WOULD BE CHANNELLED THROUGH HIM; AND SECOND, THE WIDESPREAD PROBLEM OF SLOW RATES OF DELIVERY. A COROLLARY OF FIRST OF THESE POINTS IS OBSERVATION THAT THERE ARE MANY MISSIONS FROM SPECIALIZED AGENCIES WHICH APPARENTLY VISIT PHILIPPINES WITHOUT KNOWLEDGE OF RES REP AND WHICH PROVIDE SMALL PROJCTS FOR INCLUSION IN THE CP. WE ARE NOT FAMILIAR ENOUGH WITH THE RELATIONSHIP BETWEEN AND THE OPERATION FO THE UNDP AND THE OTHER AGENCIES TO MAKE POSITIVE SUGGESTIONS CONCERNING THESE POINTS.

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